

BILLINGS INTERAGENCY DISPATCH CENTER



ANNUAL OPERATING PLAN 2009

BILLINGS DISPATCH CENTER INITIAL ATTACK ZONE 2009

ANNUAL OPERATING PLAN

Between

**United States Department of Interior, Bureau of Land Management
Billings Field Office**

**United States Department of Agriculture, Custer National Forest
Beartooth Ranger District**

**United States Department of Interior, Bureau of Indian Affairs
Crow Agency**

**Montana Department of Natural Resources and Conservation -
Southern Land Office, Eastern Land Office, Northeastern Land Office**

1. Authority

This Annual Operating Plan (AOP) is developed under the authority stated in the Montana Cooperative Fire Protection Agreement that identifies and establishes standard procedures and processes such as but not limited to: local dispatching procedures, initial attack, and communications. Therefore, it is mutually advantageous that the federal agencies, MT Department of Natural Resources & Conservation (DNRC), and counties work in close cooperation. The agencies have similar, yet distinct wildland fire protection responsibilities. For implementing the terms of this agreement, Local Agency Administrators are responsible for the development and approval of AOP's. Zone and/or local AOP's will be developed and approved annually by May 1. The following principle wildland fire laws are referenced:

- a. Reciprocal Fire Protection Act: 42 U.S.C 1856
- b. Federal Grant and Cooperative Agreement Act: 31 U.S.C. 6301-6307
- c. Montana Cooperative Fire Protection Agreement: BLM-MOU-MT925-052, and USFS Agreement Number: 05-FI-11015600-014

2. Purpose

Due to the intermingled land ownership within the Billings Interagency Dispatch Zone, this document will provide specific guidance in regards to wildland fire protection responsibilities between cooperating agencies. As directed by the 2005 Montana Fire Protection Agreement (also known as the six party agreement), this document provides a basis for cooperative efforts encompassing all wildland fire and aviation protection activities including, but not limited to: suppression, dispatching of resources, prevention, detection, training, and fuels management.

3. Billings Interagency Dispatch Center Protection Area Cooperator Descriptions

- A. Bureau of Land Management (BLM):** The BLM provides wildland fire protection on BLM jurisdictional lands. The BLM also contracts to provide wildland fire protection for certain private lands (affidavit lands). The BLM is the fire protecting agency for the Pryor Mountain Unit of the Beartooth Ranger District of the Custer National Forest. The BLM is guided in fire suppression response on National Forest Land by the Standards and Guidelines identified in the Custer National Forest Management Plan, which calls for the use of the appropriate management response by management area. Notification of all initial attack activities to the District Ranger or their designated representative is the responsibility of the identified duty officer.
- B. Custer National Forest (CNF):** The Beartooth Ranger District of the Custer National Forest maintains jurisdictional and protection responsibility for all USFS lands within the Billings Interagency Dispatch Zone, except the Pryor Mountain Unit which is under a protection exchange that states the BLM as the primary wildland fire suppression agency. The CNF also contracts to provide wildland fire protection for certain private lands (affidavit lands). Fuels treatment, Fire Prevention and Restriction coordination remain with the CNF as the jurisdictional agency on the Beartooth Ranger District.
- C. Crow Agency – Bureau of Indian Affairs (BIA):** The Crow Agency of the BIA provides Initial Attack wildland fire protection for natural resource values on the Crow Indian Reservation. Crow Agency has its own local Initial Attack (IA) dispatch center that handles IA. Billings Interagency Dispatch Center (BDC) provides only extended attack and logistical support for the Crow Agency, Northern Cheyenne Agency (NCA), and Fort Peck Agency (FPA).
- D. DNRC, Southern Land Office (SLO):** Upon request, the Southern Land Office provides necessary wildland fire suppression assistance to the counties under the terms of the County Cooperative Fire Management Agreement between each County within the Southern Land Office boundary and the State of Montana, Department of Natural Resources and Conservation (DNRC). The goal of the State – County Cooperative Fire Management Program is to provide assistance in the form of equipment, training, and organization to the counties, so they are better able to meet their wildland fire control responsibilities. County Commissioners or the County Fire Warden has the authority to make assistance requests to the appropriate DNRC Area Office. Evaluation of the county situation and approval of the request is the responsibility of the Southern Land Office (SLO) of DNRC. The DNRC Area Manager and Fire Program Manager will determine the resources authorized for the initial support action. Local mobilization boards and draw down plans will be utilized. The guidelines and draw down plans in the NRCG Mobilization of Local Firefighting Resources Guide will be followed. DNRC, SLO is the agency responsible for mobilization of Local Government Forces for wildland fire suppression.

E. County and Municipal Jurisdiction: The seven counties within the SLO area boundary provide wildland fire protection for state and private lands within their respective jurisdiction under the DNRC County Cooperative Fire Management Agreement with the State of Montana. Each county is dispatched through its respective 911 dispatch center. Individual county operations plans are the specific framework for implementation of the DNRC County Cooperative Fire Management Agreement, and are located in the DNRC offices. Requests for assistance are made directly from County Fire Wardens/County Commissioners to DNRC. In instances of a single large fire or multiple fires start occurrences that may locally impact critical suppression resource drawdown levels, a request for State assistance will be made by the Board of County Commissioners and assigned a corresponding fire number by the Southern Land Office. The agency requesting resources is responsible for the cost of ordered resources unless utilized through the reciprocal fire use agreement. Designated county entities must formally request state assistance before any expenditures can be made by the State. Specific needs will be coordinated through the County Fire Wardens. Assistance may include organized crews, overhead, associated support facilities, engines (with crews), helicopters, air tankers, and Incident Management Teams.

F. Protection area map: (See attachment A)

4. Operating Procedures

A. Dispatch

1. BDC Goals:

The operational goal of BDC is to provide safe, cost-effective mobilization of emergency resources; promote efficient operations through interagency cooperation and standardized procedures. BDC will be equally responsive to all agencies served. This plan does not override internal agency authorities and procedures. BDC will:

- a.** Emphasize firefighter and public safety in all aspects of operations. Protection of human life is the first priority in wildland fire management; and once firefighters are committed to an incident, they are the number one priority.
- b.** Respond to agency-specific requirements on pre-suppression orders, special equipment request, and skill requests.
- c.** Provide timely communications on information and decisions that affect the cooperating agencies.

2. Management of the Billings Interagency Dispatch Center (BDC):

BDC is comprised of representatives from BLM, USFS and BIA. BDC is an interagency initial attack/logistical dispatch center. In order to attain this goal, tasks performed and procedures used should be common to all agencies, leaving agency-specific functions at the agencies.

3. BDC Specific Duties:

The primary functions performed by the Billings Interagency Dispatch Center (BDC) are:

- a. Initial attack dispatching.
- b. Aviation resource tracking.
- c. Mobilization of fire suppression resources.
- d. Demobilization of fire suppression resources.
- e. Gathering and disseminating intelligence information.

BDC provides Initial Attack dispatching for the Beartooth Ranger District of the Custer National Forest and the BLM Billings Field Office. BDC does not provide Law Enforcement dispatching services. If BDC receives a request for assistance from a Federal Law Enforcement Officer, we will contact the closest Federal Officer or appropriate County Sheriffs Office for further assistance. Dispatchers will act within interagency guidelines and through the established channels of authorities. Dispatchers will be knowledgeable and cross-trained in all aspects of dispatching.

4. Logistical Support:

The Logistics Coordinator will facilitate the orderly and efficient movement of crews, overhead, equipment, supplies and other resources to meet the needs of zone incidents. Provide staging, feeding, transportation, sleeping accommodations and provide for the overall welfare of the crews and overhead being mobilized / demobilized or awaiting reassignment in the BDC zone.

Will provide sufficient Emergency Equipment Rental Agreements (EERA's) signed by the appropriate Contracting Officer, in place to the above services. Starting in 2009, BLM will continue to use pre-season EERA's and start up the use of Incident Blanket Purchase Agreements (IBPA). These will be incident only agreements. **This will cause delays in getting resources out to incidents.** Is responsible to resolve problems and prepare payment documents for equipment and personal time within our responsibility and submit to the appropriate payment office. Manage all the seasonal vehicle fleet, GSA and Interior Motor Pools, and local rental companies. Provide pre and post use inspections for all EERA and Best Value equipment resources for the Billings Zone.

5. BDC Staffing:

During the fire season, usually late June to mid September, BDC is staffed 7 days a week from 0700 to 1800. Shifts will be established with dispatchers on a staggered workweek to provide 7-day coverage. The main dispatch phone number is forwarded to a duty cell all year long. That number is 896-2900.

During heavy fire activity, BDC will be staffed as necessary or upon request for activities, such as prescribe burning with an agency-specific pay code. During early stages of mobilization, it may become necessary for the Assistant Center Manager / Center Manager to reassign dispatchers until replacements arrive. Additional help will be requested to fill any appropriate positions necessary to meet operational requirements. In the event an incident goes beyond initial attack reference the Expanded Dispatch Plan for guidance.

6. Information Management:

The Billings Interagency Dispatch Center web page is available at:

<http://www.nifc.gov/mt/fire/>

Cooperating Agencies web pages are:

<http://www.fs.fed.us/r1/custer/fire/index.shtml>

<http://dnrc.mt.gov/forestry/Fire/default.asp>

7. Billings Weather Service:

The Billings office issues detailed morning and afternoon (0530, 1430) fire weather forecasts to fire management agencies throughout southeastern Montana and Wyoming. An air dispersion forecast is included during the spring and fall burning seasons. During fire season, the morning and afternoon fire weather forecast for zones 126 & 128 will be read over the radio (1000, 1530). The reading dispatcher will document in the dispatch log that the weather information has been transmitted and confirmed.

Red Flag Warnings are disseminated upon their receipt from the Weather Service and confirmed via radio transmission response by field personnel.

Spot weather forecasts are issued for fires or prescribed burning when requested by the IC or agency personnel. Spot weather forecasts will be submitted by BDC and follow up with a courtesy call to the Billings Weather Service to confirm the request has been received. Weather observations supporting the spot request are best taken at the site of the fire or burn. However the closest Remote Automated Weather Station (RAWS) will/can be used by the weather service to develop a spot forecast when on site weather observations are not available.

The requested weather forecast will be documented on a spot forecast request form. Once all information is obtained, go to the BDC website and access the Billings Weather Service web page; <http://nimbo.wrh.noaa.gov/byz/> for submission of the spot weather forecast request. The spot weather forecast will be transmitted to the requesting resource with voice confirmation.

8. East Side Incident Management Teams:

The two Eastern Montana Type II Teams are coordinated and dispatched out of Billings Dispatch Center. The BDC Center Manager serves as the team coordinator to work with the Incident Commanders to review applications to fill vacant positions with qualified applicants. The Team Coordinator also organizes a yearly preseason team meeting for the two teams.

9. County Assist Teams (CAT Teams)

At the request of a County, the Southern Land Office will provide Type 3 Incident Management personnel to fill the appropriate ICS positions needed to assist with the organization and Management of an incident.

If the County Assist Team (CAT Team) is to be utilized, the Southern Land Office will order the CAT Team through BDC.

10. Initial Attack Dispatch procedures:

During multiple fire starts, initial attack response may vary depending on availability of resources. Dispatchers will use the Initial Attack Dispatch Plan and attempt to meet pre-planned response levels using available methods, including other agency and shared resources. This year BDC will begin using **WildCAD** as our primary Initial Attack tool. *This program is a GIS based CAD (Computer Aided Dispatch) system that will be used to track BDC's workload. All incidents from wildland fires to resource orders will be tracked in WildCAD. This program is for initial attack incidents and not a replacement for ROSS. Every incident that we track will have an incident number (MT-BID-XXX, MT-SOS-XXX, etc.), that BDC will generate and add into WildCAD. WildCAD will further aid dispatch in continuing to run efficiently and organized with greater resource responses and documentation.*

Whenever fire personnel are out on an incident within the zone, BDC will be staffed. The principle for dispatch of initial and extended attack suppression is to use the closest available resources, regardless of which agency they belong to and regardless of which agency has protection responsibility. When firefighting resources are scarce, the following prioritization scheme will be used to allocate resources.

Priority 1) Fire threatening human life;

Priority 2) Fire threatening improvements and natural resources (forage, timber, and watershed) prioritized by value.

Priority 3) New starts have a higher priority than fires having escaped initial attack.

Dispatchers will maintain close coordination with the Assistant Center Manager / Center Manager and agency fire management personnel.

11. Emergency Incident (Non-Wildfire)

The appropriate county sheriff's office is the coordinating office for all non-fire incidents and search and rescue missions within the zone.

For circumstances involving in-house searches for government personnel or aircraft, the appropriate agency will notify the appropriate County Sheriff's office to let them know of the search and rescue operations. A Medivac / Medical Emergency Plan outlining the procedures to be followed are available at each work area in BDC.

Upon request, BDC will initiate appropriate action for incidents involving agency personnel and/or occurring on agency lands, in accordance with County Sheriff emergency plans and policies.

12. Large Fires and Expanded Dispatch

Expanded dispatch will be organized at BDC for MT-CNF, Beartooth RD, DNRC-SLO, CRA, NCA, and FPA.

13. Resource Ordering (Inter-GACC Neighborhood Plan)

See NRCC / RMCC Agreement Attachment C

B. Billings and Reimbursements

1. Payment Responsibility:

The cooperator requesting resources is responsible for the cost of ordered resources unless mutual aid, operating plans, or cost share agreements apply. The sending cooperator is responsible for the cost of resources sent to a fire that have not been specifically ordered by the protecting or fiscally responsible agency.

Cooperating agencies will develop cost share agreements when multi-jurisdictional incidents occur. Per MT DNRC SLO Area Manager, DNRC will pay for one dispatcher to help staff MT-BDC during incidents that MT-SOS is involved with.

If a cooperator is requested to stay at the fire then they will be reimbursed from the time of request per payment procedures outlined in the applicable Annual Operating Plan or existing agreement. Cooperators requested to stay must meet NWCG standards as outlined in PMS-310-1.

2. Fire Numbers:

Fire numbers are accessed through the Fire Code system. All federal agencies will use these numbers. Forest Service will utilize "P" numbers to indicate the type of suppression support. Instructions on accessing and assigning Fire Code numbers as well as the unique Forest Service Prefix numbers are located in the Fire Code Use Guide. If an action is taken and it turns out to be a false alarm, then a false alarm number is applied.

Each mutual aid fire is assigned a fire number through the Fire Code system. These fire numbers are used when federal resources are helping the county or VFD's with fire suppression under mutual aid agreements. MT-SOS will issue the mutual aid fire numbers that are assigned to their office. For state fire assistance, the agency requesting resources is responsible for the cost of ordered resources unless mutual aid applies. The County Board of Commissioners must request State assistance before any expenditures can be made by the State. Incidents that Montana State equipment or personnel respond to must be assigned a six digit State Accounting Budgeting and Human Resource System (SABHRS) fire number. The Southern Land Office, DNRC, is the only authorized agency to assign State fire numbers to an incident within the SLO boundaries. The same rule applies to State issued SABHRS numbers for federal incident support.
(Refer to Northern Rockies Mobilization Guide, Chapter 20, Section 21.4.7)

**C. Wild Fire Situation Analysis (WFSA)
Wild Fire Decision Support System (WFDSS)**

1. WFSA / WFDSS Development:

Starting in 2009, the USFS is required to complete a WFDSS for all fires, starting with initial suppression action. Responsibility for development of a WFDSS shall be the joint responsibility of the Agency Administrators from the Jurisdictional Agency and the Protecting Agency. In the Pryor Mountain Unit of the CNF, the jurisdictional agency will assume the lead for development of the WFDSS and delegation of authority as required. Forest Service and BLM initial attack will provide information relevant to the initial stages of the WFDSS and may provide the situational briefing for the incoming Incident Management Team. If other jurisdictions are involved, the delegation of authority will be signed by all affected Line Officers, or their designees and a Unified Command will be established to manage the incident. The DOI agencies are not required to use the WFDSS process this year, but may chose to use it or stay with the WFSA process. State agencies are not required to use WFDSS and will continue to use the WFSA process.

2. Situation Reports:

The situation report will be submitted via the Internet by 1600 during fire season. The report will include availability of resources and fire activity updates. The ICS 209 form is used to report large wildland fires burning on federal and state lands. Large fires are classified as 100 acres or larger in timber and 300 acres or larger in grass. The ICS 209 is updated daily and due by close of business or 1600 Mountain time, whichever comes first, until the fire is controlled. The ICS 209 is submitted by the IC to the dispatch center for inclusion in the situation report.

D. Delegation of Authority

A written delegation of authority is required for all type 1 and type 2 incidents, as well as Type 3 incidents managed by a Type 3 Team. Verbal

delegation of authority is acceptable for Type 3 incidents without a formal team in place, as well as 4 and 5 incidents. An example delegation of authority can be located in the Interagency Standards for Fire and Fire Aviation Operations (Red Book).

E. Special Management Considerations

1. Wilderness Study Area:

Under current wilderness guidance BLM fire suppression actions must be tailored to these specific areas. Current guidance is in the “Interim Management Policy and Guidelines for Lands under Wilderness Review” dated December 12, 1979, the “Final Report on Fire Management Policy” dated May 5, 1989 and Montana Memorandum on Wilderness Fire Management Policies, dated July 24, 1989.

2. Areas of Critical Environmental Concern:

Conditional fire suppression: The intensity level of conditional fire suppression is not predetermined and will vary with the conditions (impending weather forecasts, condition of vegetation, or firefighting forces committed to other fires). Cost, as well as consideration of resource loss will be the basis of management decisions for conditional fire suppression. In areas designated for conditional fire suppression, management actions will restrict intensive fire suppression techniques. The fire situation will be carefully analyzed before committing heavy equipment.

F. Severity

Federal direction regarding severity is outlined in the Interagency Standards for Fire and Fire Aviation Operations chapter 10-10 (also referred to as the Red Book, NFES 2724) for the Department of the Interior agencies (except the BIA), as well as the USFS. Authorization to request and utilize fire severity funding is at the state/ regional director level.

5. Wildfire Suppression Procedures

Numerous incidents indicate a need to form unified command between agencies. The following factors indicate a unified command structure should be considered.

- 1.** Fire operations on land protected by more than one jurisdiction.
- 2.** Single jurisdiction fires with a significant number of resources from different agencies.

The line officer or their representative and the I.C. will determine the proper management organization required. If incident objectives will not be met within the first burning period (24 hours), an extended attack organization needs to be considered.

BDC will dispatch and support all extended attack and Type III incidents within the zone, for Forest Service, BLM, and Southern Land Office. BDC may also support Type III incidents for CRA.

A. Boundary Fires

Refer to the “six party agreement” for the treatment of Boundary Fires.

B. Investigations

All fires will be assessed for cause. If the initial attack IC suspects a fire is human-caused, the IC will notify BDC, who will contact the closest qualified Fire Investigator who is available and place them on a resource order. BDC will then notify the duty officer of the request and what resource filled the order. The duty officer can also initiate an order for a fire investigator with the resource order placed through BDC.

C. Fire Reports

BLM/FS Fire Reporting: Within 5 days after a fire is declared out, the "Initial Attack Fire Size Up" form will be filled out by the IC and entered into the BLM Wildland Fire Management Information system or the Forest Service Fire Stat Program, Ref: 5100-29. Fires 10 acres or larger in size will be mapped (with Global Positioning System (GPS) technology) and a map attached to the fire report. A copy, including a map and approximate suppression cost, will also be furnished to the Beartooth Ranger Districts' Assistant Fire Management Officer if the fire is on the Beartooth R.D.

D. Fire Notification

1. All fires will be classified by complexity (Type 1 through Type 5). It is the responsibility of the protecting agency to notify line officers of the jurisdictional agency of emerging fires that require extended attack management. The protecting agency and jurisdictional agency FMO's and responsible line officers will be involved in the complexity analysis before ordering a Type I or II Incident Management Team. Formal orders for Incident Management Teams will be placed through BDC. The BLM is the protecting agency for the Pryor Mountain Unit of the Beartooth Ranger District; this includes initial attack, emerging incidents, incidents under management of Type I or II teams and incidents being downgraded from Type I and II teams. The CNF is the Jurisdictional agency for the Pryor mountain unit of the Beartooth Ranger District. Fires involving multiple jurisdictions will be managed under a unified command.

2. The cooperators will assist each other when fires escape initial attack. Requests for personnel, equipment, aircraft and logistics support for fires that escape initial attack on federal lands will be requested through BDC.

For the counties, the request will be placed through the county fire warden to the Montana DNRC.

3. The 30-Mile Incident action items will be implemented on National Forest Land within the BDC area of operations.

E. Suppression Rehabilitation

DNRC fire suppression rehabilitation policy is described in the 900-Fire Suppression Manual: Part 980 Rehabilitation. DNRC will provide rehabilitation of physical damages resulting only from the fire suppression effort. Landowners will be consulted prior to implementation of rehabilitation efforts. The cost incurred is charged directly to the fire.

BLM fire suppression rehabilitation policy is described in the 9210-Fire Management Manual. Forest Service post fire rehabilitation and restoration efforts will follow the Burned Area Rehabilitation Handbook, BAER Forest Service Handbook (FSH) 2509.13.

All suppression actions will minimize the spread of noxious weeds by routine cleaning of agency, contracted, or rented equipment. Where specific agencies have authority to sign equipment for suppression services, there will be a clause in the contract that the equipment will be maintained weed free. Care will be taken to avoid known weed infestations when establishing staging areas.

Suppression resources will limit off road travel to avoid establishment of “two track” roads. Should it be necessary to drive off roadways, routes will be picked to minimize establishment of new travel ways.

F. Agency Resource List

1. Federal

The following is a list of engines in the Billings Fire Zone that are dispatched through BDC.

AGENCY	LOCATION	TYPE	CAPACITY	LICENSE #	ENGINE #
BLM	Billings	6	400	I421730	E-1601
BLM	Bridger	6	300	I421729	E-1602
USFS	Red Lodge	6	300	A315579	E-21
USFS	Red Lodge	6	300	A279421	E-82
USFS	Red Lodge	6	200	G63-13764	E-83

2. DNRC – County

County equipment and resource availability lists and draw down plans can be found in the NRCG Mobilization of Local Firefighting Resources Guide.

<http://dnrc.mt.gov/forestry/Fire/Business/Documents/Agreements/2009MOBLGFF/pdf>

6. Prevention

A. Restrictions and Closures Plan

The Billings Area Fire Restrictions and Closure Plan documents the coordination and decision making process used to implement fire restrictions or closures within the Billings Area Fire Zone. The plan is an action plan tiered to the NRCG Group Restrictions and Closures Procedures.

The Billings Area Restrictions Group cooperators will work together when evaluating the need for fire restrictions and when processing requests for and implementing fire restrictions. Open communication and coordination are required for effective, timely consideration and potential placement of restrictions.

The decision to implement restriction and closure requests is made by the group following established policies and procedures for all agencies. The Billings Area Restrictions Coordinator is responsible to ensure communication and cooperation is maintained between all cooperators. The individual filling this position rotates on an annual basis. The coordinator for 2009 is Jan Wilkins, MT DNRC – SLO, 247-4400.

The BLM Billings Fire Zone encompasses three separate restriction areas. These include the Billings, Miles City, and Lewistown restrictions areas. Coordinators for each BLM area:

Heather O’Hanlon	(406) 896-2836 (406) 233-2907	Billings Restriction Area Miles City Restriction Area
Karly Krausz	(406) 538-1977	Lewistown Restriction Area

Counties within each area are shown on the map displayed in Attachment B.

B. Burning Permits

The issuance of burning permits is at the discretion of the respective County Commissioner and implemented by the County Fire Warden for all private and State lands, Field Office FMO for BLM lands, and Forest FMO level for all CNF lands.

C. Inspections

Any requests of fire personnel for wildfire related inspections in the wildland, urban, or intermixed environment can be made at the FMO level of the

jurisdictional agency.

D. Joint Activities

All agencies will retain the responsibilities for prevention and educational activities in their respective jurisdictions.

7. Detection

Aerial Observation: The Agency Duty Officer will request & order through BDC. All fires detected will be reported to BDC, who will then notify the appropriate Duty Officer and fire resources.

8. Aviation

Aircraft will be used according to the procedures and guidelines in the Billings Fire Zone Aviation Plan, USFS 5700 manual, and DNRC 1500 Manual. A participating agency considering activation of additional air support in the BDC area will confer with other agencies to establish use priority and financial responsibility. These requests (orders or cancelations) may be verbal due to the need for immediate action in emergency situations. **These requests will be documented by the receiving dispatcher.**

Aircraft will be assigned based on the following priority scheme:

1. Evacuation
2. Initial Attack
3. Large fire support
4. Non – fire missions

All aircraft for initial attack, reconnaissance, and other missions will be ordered through BDC to the aviation dispatcher using ROSS. National resources and aircraft outside the area of influence will be ordered through NRCC by BDC.

Neighboring agencies will be notified by a phone call if the flight will be within 5 miles of the Billings Fire Zone boundaries.

See the Zone Aviation Operation Guide as well as the Helicopter and SEAT Operations supplements for specific information.

9. Training

Training is regulated through direction found in the Interagency Standards for Fire and Fire Aviation Operations (also referred to as the Red Book, NFES 2724) for the Department of the Interior agencies, as well as the Custer National Forest. The Montana DNRC training program is regulated under their 1100 Manual. As directed by the National Wildfire Coordination Group document *Initial Attack 6/20/01-Clarification of Qualifications Standards*: All Agencies under the National

Interagency Incident Management System (NIIMS) concept, have agreed to accept cooperators standards for fire personnel qualifications and equipment during initial attack. Once jurisdiction is clearly established, then the standards of the agency(s) with jurisdiction prevail.

10. Communications

BDC Communications:

The Billings Fire Zone's communications system is used in the every day support of the Billings Field Office's activities, BDC fire resources, and the daily support of the CNF and SOS, as well as for special activities and emergencies. WildCAD's Daily Log will be utilized to maintain a complete radio/telephone log, which will be detailed for tracking dates, times, and accounts of all incidents. This log is printed out and kept with each incident.

During periods of multiple radio calls and/or fire overload situations, incoming radio calls are fielded in the following order:

- a. Life threatening, death, injury or major accident.
- b. Flight following check-ins.
- c. New starts or existing incidents escaping control/containment.
- d. Support of on-going fires.
- e. Other administrative traffic.

To facilitate frequency management, all radio transmissions will use clear text and be kept short and to the point. Try to keep each transmission to no more than 20 seconds. Dispatchers may assign alternate frequencies to fires in order to ease radio traffic congestion. *There will be frequency issues that will need to be addressed for the next several years due to the narrow banding requirements and BLM sharing/switching frequencies.*

11. Prescribed Fire and Wildland Fire Use

A. Prescribed Fire

Coordination of scheduled prescribed burns between agencies will occur to allow training opportunities, sharing of resources, and coordination of smoke management. A prescribed fire burning outside the allowable area is considered a wildland fire. The agency that accepts responsibility for the ignition action is responsible for the management of and costs incurred for the suppression of the escaped prescribed fire.

B. Planning Prescribed Fire Activities

To comply with operating plan guidelines established by the Montana/Idaho State Airshed Group, all prescribed burns are submitted to the Smoke Monitoring Unit by the burn boss or fuels specialist, on a daily basis via the internet (<http://www.smokemu.org/>). A copy of each burn plan will be provided to dispatch. Dispatch will be notified of intent to burn one day prior

to ignition. Districts will check daily smoke restrictions. The following information will be provided to BDC by the agency burning:

1. The name for each unit to be burned and the number of acres to be burned by unit each day.
2. The legal location of all units to be burned and the elevation.
3. The intended time of ignition.
4. The actual acres accomplished for entering into the SIT report.

BDC will be available to assist during prescribed burning. Unforeseen requests for BDC to remain open after normal duty hours will be promptly coordinated with BDC.

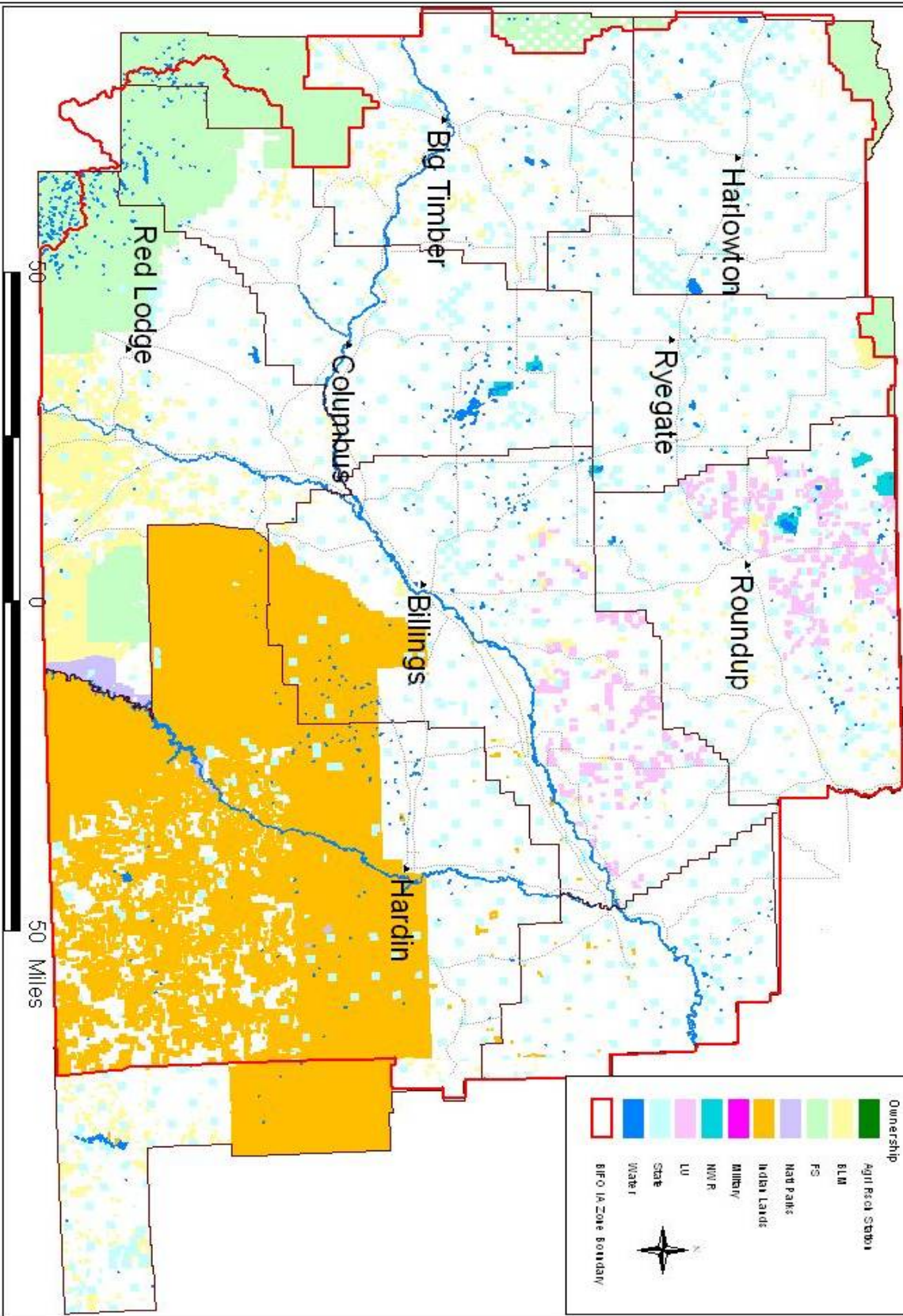
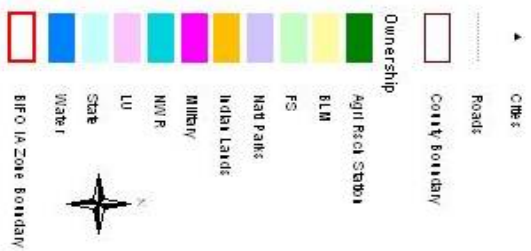
C. Wildland Fire Management (formerly Wildland Fire Use)

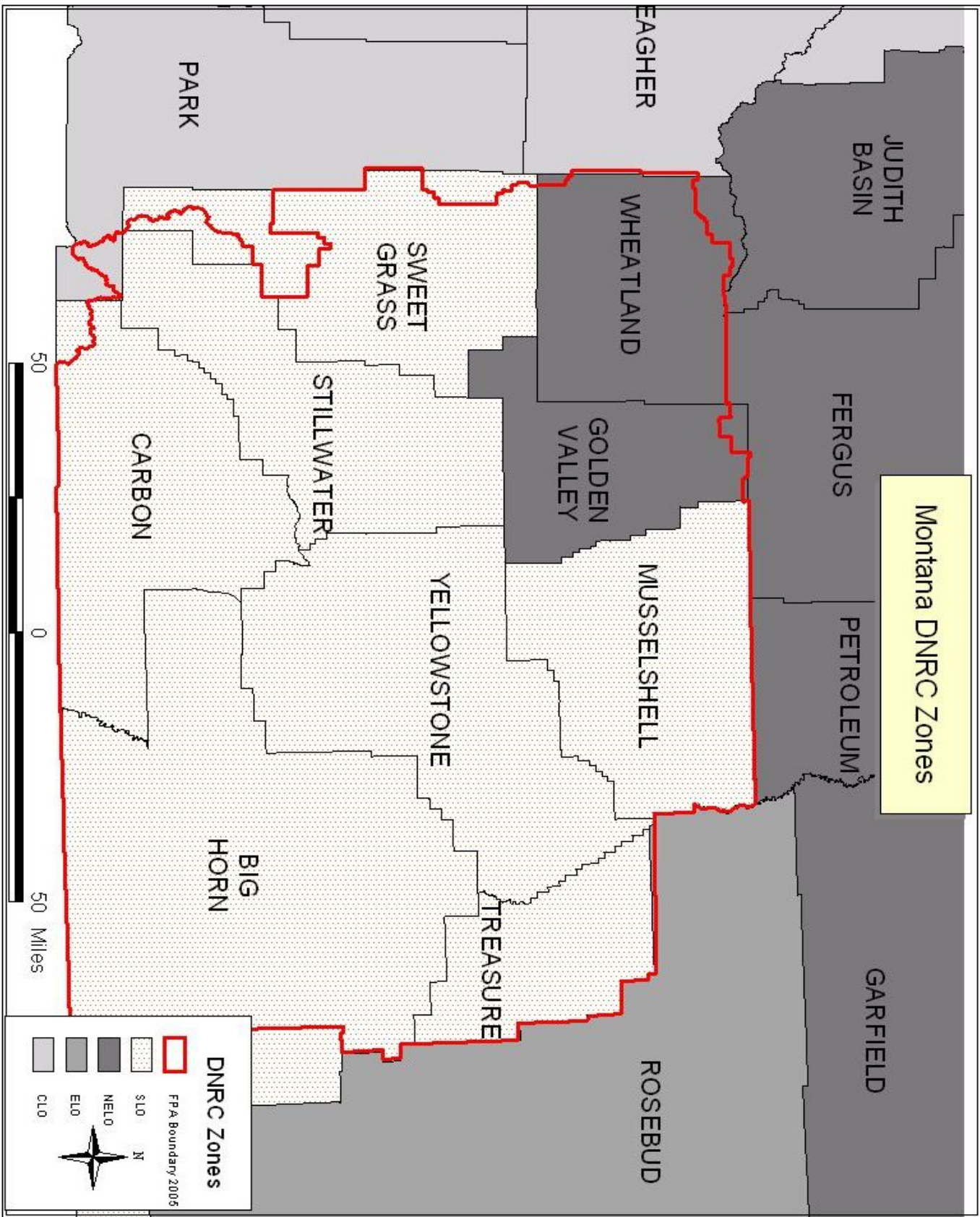
Beartooth Wilderness and Wildland Fire Use:

See the Custer National Forest Fire Management Plan and the Absaroka Beartooth Wilderness Fire Management Guidebook.

Billings IA Zone Cooperator Map

Zone Map







Attachment C

INTERAGENCY AGREEMENT Between ROCKY MOUNTAIN COORDINATING GROUP And NORTHERN ROCKIES COORDINATING GROUP

I. PURPOSE

The purpose of this agreement is to set out in general terms the process for the sharing of resources between the Rocky Mountain and Northern Rockies Geographic Areas.

II. INTRODUCTION

It is the desire of the Rocky Mountain (RMCG) and Northern Rockies (NRCC) Coordinating Groups to improve the efficiency and cost effectiveness of firefighting efforts by increasing the availability and mobility of firefighting resources, to include fixed wing aircraft, helicopters, engines, IHCs, hand crews, and overhead, across the boundary between the two geographic areas. This agreement provides Northern Great Plains Interagency Dispatch Center, Billings Interagency Dispatch Center, North Dakota Dispatch Center, Bozeman Interagency Dispatch Center and Miles City Interagency Dispatch Center the authority to directly utilize the resources of adjoining units across the Northern Rockies/Rocky Mountain geographic areas boundary for suppression needs and prescribed fire activity. Utilization of this agreement is particularly valuable during preparedness levels 3, 4 and 5, and when resources may not be able to commit to a 14 day assignment but can assist neighbors for a negotiated shorter period of time. This agreement will be part of the RMCC and NRCC Mobilization Guides, chapter 42.3, Cooperation.

II. AUTHORITY

A. Interagency Agreement for Fire Management

1. BLM#: 1422-R220A7-6000
2. USFS: 97-SIA-004
3. USFWS: 144893510-97-H-504
4. BIA: POOC141A9871

B. Interagency State-wide agreements: Wyoming, Montana, South Dakota

C. National Mobilization Guide, Section 13, Mobilization/Demobilization

Attachment C (continued)

IV. STIPULATIONS

It is mutually agreed and understood by the dispatch centers that dispatching of resources across the boundaries will follow these rules:

1. Resource orders will only be processed between adjacent dispatch centers.
2. The dispatch centers and GAACs will confer annually to agree upon and document operating procedures.
3. National resources and aircraft dispatched under this agreement will be limited to initial attack unless prior approval was obtained from the GACC. A commit message will also be sent out via DMS for any national resources.
4. Aircraft such as helicopters, airtankers, lead planes or ASMs, or smokejumper aircraft may be mobilized from any location within each zone when identified as closest resources.
5. Only resources regularly assigned to each zone will be used in this agreement. Resources responding across the boundary will not be reassigned beyond the receiving dispatch center's boundary, unless otherwise approved by sending unit.
6. Dispatch centers will work with local managers to determine the length of commitment for dispatched resources.
7. Beyond initial attack, all requests will be placed through the Resource Order Statusing System (ROSS). When ROSS is not operational, use fax and/or phones.

/s/ _____
NRCG Chair

Date /s/ _____
RMCG Chair

Date

Attachment D

Signatures

This Annual Operating Plan shall become effective on the last date of signing by the BLM Billings Field Office Manager, USFS CNF Forest Supervisor, BIA CRA Superintendent and Montana DNRC Southern Lands Office Area Manager.

We the undersigned, agree to the actions and responsibilities outlined in this plan.

_____	_____
James Sparks <i>Billings BLM Field Manager</i>	<i>Date</i>

_____	_____
Mary Erickson <i>Acting USFS CNF Forest Supervisor</i>	<i>Date</i>

_____	_____
Richard Moore <i>Montana DNRC Southern Lands Office Area Manager</i>	<i>Date</i>

_____	_____
Frank Merchant <i>Acting BIA Crow Agency Superintendent</i>	<i>Date</i>

Attachment E

Duty Officer Responsibilities

Individual agencies are responsible for designating a Duty Officer. The purpose is to identify a responsible person from each agency that can be contacted and be responsible for insuring that proper action is taken in the event of an incident.

The Duty Officer is expected to:

- 1.** Manage the Fire Organization in a safe and efficient manner.
- 2.** Acts as the decision maker, within authority delegated by the Fire Management Officer or Line Officer.
- 3.** Maintain awareness of the fire situation that exists in the Zone.
- 4.** The designated person's name and contact numbers should be given to BDC before close of business that day. Changes in status will be reported to BDC immediately.
- 5.** Insure that backup is available to fill the role of "Duty Officer" if for some reason is unable to fulfill the duties as described.
- 6.** Insure that the next day "Duty Officer" is properly briefed about all incidents, fire dispatches, and management decisions that occurred.
- 7.** Coordinate appropriate draw down levels with BDC. Coordinate district aviation needs including ordering and scheduling with BDC.
- 8.** Consider National and Regional availability of local resources relative to local resource needs.
- 9.** Coordinate assignment of individuals with development and training needs.
- 10.** Evaluate local staffing and duty officer needs and consider non-fire personnel that may be available to provide support.
- 11.** Manage cost containment guidelines.
- 12.** Coordinates with the line officer in managing incidents on their jurisdiction or represents line officer if delegated that authority.
- 13.** Coordinate the investigation of human caused fires as needed.
- 14.** Identifies the need as fire activity increases to include Deputy Duty Officers to assist with Duty Officer Responsibilities.

Attachment F
BILLINGS INTERAGENCY DISPATCH CENTER
ROLES and RESPONSIBILITIES

A. Center Manager

- Supervises operation of BDC and BDC personnel.
- Ensures that all agency personnel within the dispatch office are capable of working and providing customer service in an interagency environment.
- Responsible for preparation or annual updates of BDC Annual Operating Plan, BDC Standard Operating Procedures, BDC Expanded Dispatch Plan, BDC Orientation Guide, BDC SAR Check In/Out Plan, and completion of end of the year reports.
- Maintains regular communication with neighboring dispatch centers and the Northern Rockies Coordination Center (NRCC).
- Ensures fire managers from each agency are kept informed of dispatch zone fire activities.
- Ensures dispatchers are knowledgeable of local dispatching procedures.
- Keeps current on local, regional and national situations; fire weather forecasts; and fire indices.
- Ensures the Remote Automated Weather Stations within the zone are managed properly.
- Ensures proper management of fire qualifications information for the BLM, Forest Service, BIA, and State personnel within the zone.
- Responsible for the BDC zone data in ROSS (Resource Ordering and Status System).

B. Assistant Center Manager

- Supervises initial attack and extended attack dispatching.
- Acting Center Manager as needed.
- Monitors fire indices, keeping fire managers informed when critical levels are reached.
- Monitors Northern Rockies and National fire situations.
- Monitors neighboring and adjacent dispatch zones resource status
- Ensures agency situation reports are disseminated appropriately.
- Monitors ROSS database and DMS (Dispatch Messaging System) computer mail.
- Manages BDC web page with daily updates and maintaining the Zone Training page.
- Responsible for daily data entry into WIMS for RAWS weather stations and situation reports.
- Data entry and maintenance of IQCS System data.
- Prepares data for BDC annual reports.
- Primary ROSS Super Admin User for Eastern Montana and Regional BLM IQCS Subject Matter Expert (SME).

C. Logistics Coordinator

- Supervises logistics and ground support functions within the zone.
- Overseeing processing in internal and external requests for resources and supplies.
- Overseeing documentation of resource management, equipment inspections, and payment packages for all resources dispatched within the BDC zone and to regional or national requests.
- Primary contact and processing point for AD Hire paperwork and issues for all agencies within the zone.
- Subject Matter Expert for the Best Value Equipment Contracts and EATIS / VIPER Contract Computer Systems.
- Provides support and equipment for the Billings Fire Cache (BFC) for transportation of supplies to incidents.

D. Initial Attack Dispatchers

- Handle radio and telephone communications.
- Dispatch initial attack overhead, aircraft, crews and equipment and track all resources assigned to incidents within the zone.
- Initiate incidents in WildCAD / ROSS and ensure all resources assigned are input.
- Create a Firecode and / or request a SABHRS fire number(s) from the State Land Office for incidents involving MT-SOS.
- Disseminate fire weather information to all incidents and process Spot Weather forecast when requested.
- Promptly communicate any issues or problems to the Assistant Center Manager or Supervisor.
- Primary data entry for computer programs.

E. Aircraft Dispatcher

- Works under the direct supervision of the Assistant Center Manager.
- Ensures that aviation safety is the top priority.
- Is responsible for ordering aircraft, frequencies, and Temporary Flight Restrictions (TFR).
- Responsible for all flight following procedures.
- Interagency duties are primarily incident and fire related, but frequently involve other resource management activities and projects.
- Ensures that incident airspace deconfliction has been completed.
- Processes flight schedules / requests through completion.
- When ordering aircraft, ensures the most cost efficient, type and safe aircraft for the desired mission.

Attachment G

FIRE PROGRAM SPECIFICS

- A. IQCS, Incident Qualifications and Certification System
 - Larry Elder is the Regional BLM Representative and SME for Eastern Montana. Larry is the primary contact for IQCS problems or issues for the BDC Zone. All the permanent staff at BDC will be able to help internal and external customers with most everyday business.
- B. ROSS, Resource Ordering and Status System
 - Larry Elder is the ROSS Super Admin User for Eastern Montana, all agencies. All permanent staff at BDC will be able to help all internal / external customers with ROSS business.
- C. WIMS, Weather Information Management System
 - Mark Heppler and Larry Elder are both the primary contacts for WIMS issues within the BDC Zone. All dispatch staff will be able to process the daily WIMS information when needed. The National Help Desk phone number is 800-253-5559 and web address is fire help@dms.nwcg.gov
- D. RAWS, Remote Automated Weather System
 - Mark Heppler and Larry Elder are both the primary contacts for RAWS issues within the BDC Zone. All dispatch staff will be able to process the daily RAWS information when needed. The National Help Desk phone number and web address is listed above.
- E. FIRESTAT and Fire Occurrence (1202)
 - Diane Devine is the primary contact for the FIRESTAT program within the BDC Zone. All permanent staff at BDC will be able to help all internal / external customers with normal FIRESTAT business in the zone in the very near future.
 - Mark Heppler and Larry Elder are both primary contacts for the Fire Occurrence program within the BDC Zone. All permanent staff at BDC will be able to help all internal / external customers with normal Fire Occurrence business in the zone in the very near future.
- F. AUTOMATED FLIGHT FOLLOWING (AFF)
 - Laura Rasmussen is the primary contact for the AFF program within the BDC Zone. All permanent and seasonal staff will be able to work with this program once staffing is on board.
- G. WildCAD
 - Laura Rasmussen is the primary contact for the WildCAD program within the BDC Zone. All permanent and seasonal staff will be able to work with this program once staffing is on board.

Attachment H

Northern Region Unattended Explosives Safety Action Protocol

Unattended, unsecured explosives on National Forest lands can pose a serious risk to forest visitors and employees. These materials can include:

- old, long-abandoned, deteriorating explosives
- unattended explosives that are improperly stored or secured
- intentionally placed explosive devices intended to terrorize and injure or kill

Once discovered these unsecured materials must be dealt with as quickly as practical. They must be assumed to be ultra hazardous and should only be approached by individuals trained and certified in their safe handling and disposal. Until either properly secured or destroyed by certified personnel, the materials need to be guarded and all unauthorized people kept a minimum of 500 air feet away. Depending upon the quantity of material, a greater distance of up to one mile may be necessary.

As quickly as possible a response team comprised of the unit line officer, the forest lead blaster, and a Forest Service law enforcement officer will respond to the situation. They will develop a specific plan of action to deal with the unattended material. The responsibilities and roles of the team members are:

<i>Member</i>	<i>Responsibility</i>	<i>Role</i>
Line Officer	Area Manager	Decision Making
Forest Lead Blaster	Technical Expert	Technical Advice and Certified Handler
Law Enforcement Officer	Criminal Investigation	Investigation & Documentation

If the incident involves underground mines, a Certified Mineral Examiner needs to be engaged. The unit mineral administrator may have specific information about abandoned mines and mills and ongoing mineral permits. Winter sports administrators may have information on ski area avalanche control activities, while contract administrators should be knowledgeable about road and other construction projects.

The quick and accurate communication of information between involved parties is vital for the smooth and safe handling of any unsecured explosives incident. The unit central dispatch office can play an important role in providing this communication link by alerting team members and serving as a relay of information about and from the incident.

The response team will make an initial assessment of the situation based upon a description of:

- Type, amount, and condition of materials
- Access to the site and the typical area use

- Special considerations such as fire or hunting seasons, permitted or approved use, residences, special activities, etc.
- Obvious criminal activity

Once on site the response team will make a more thorough assessment and develop a plan of action. In low risk situations the material will likely be dealt with by the owner of the materials, if available, or by the Forest Lead Blaster. In more complex situations explosives manufacturers or vendors may need to be involved. In the case of criminal activity outside involvement of county, state, and federal law enforcement agencies will be necessary. Improvised explosive devices will likely require the response of a qualified bomb squad or military explosives ordinance disposal (EOD) team. Situations may also require involvement of other federal and state regulatory agencies (BATF, FBI, OSHA, MSHA, OSM, State DEQ, etc.).

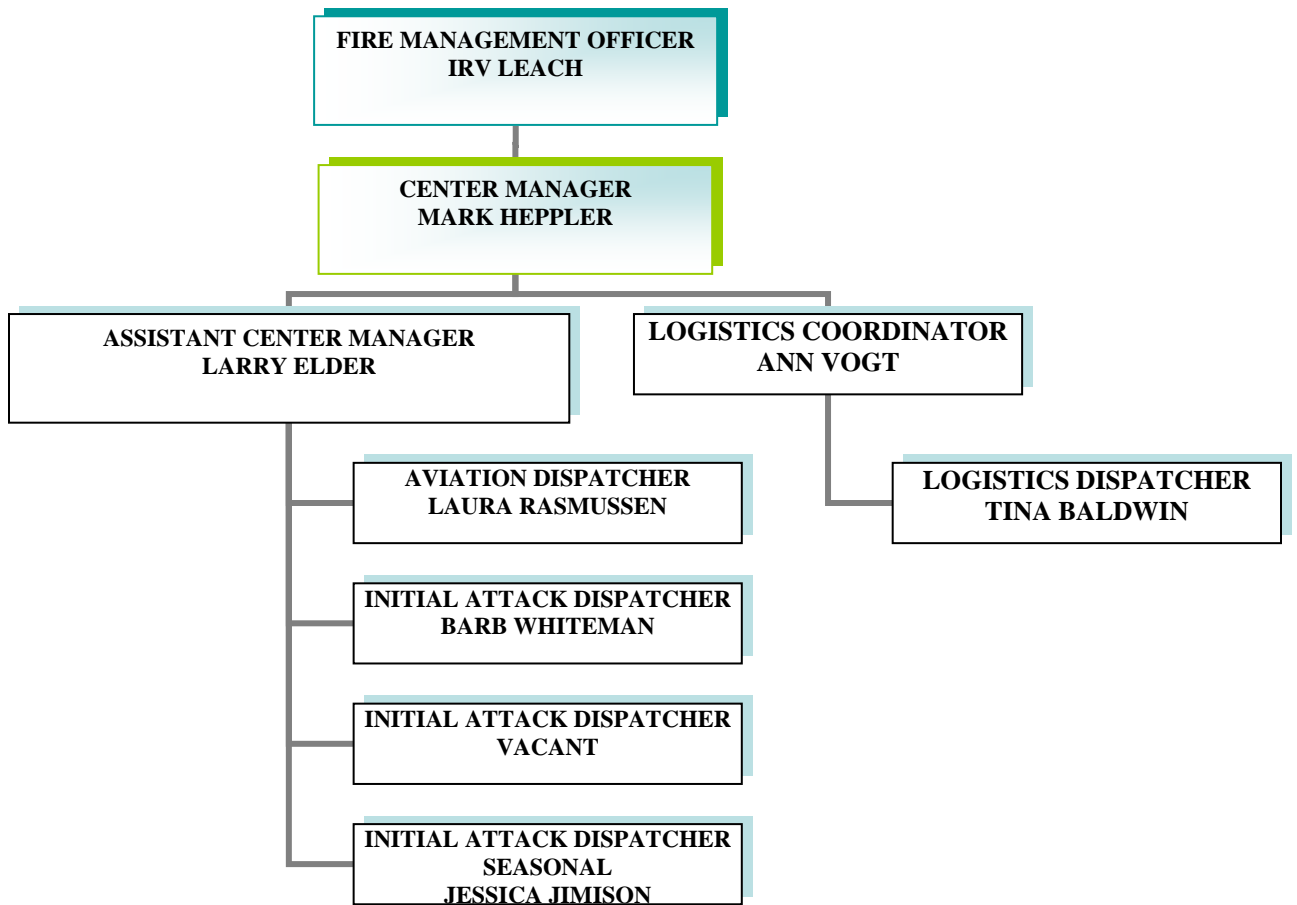
It is possible that unattended explosives are reported to county law enforcement offices before or at the same time as to the Forest Service. It is necessary therefore, that county authorities are aware of these action protocols and calls the Forest Service. This county to Forest Service contact will most naturally be through the Forest Service central dispatch office.

In the case of the absence of any of the three response team members, alternate or acting members would become involved. Alternates for the Forest Lead Blaster would be a lead blaster from an adjoining forest or the Regional Blaster Examiner, see attachment.

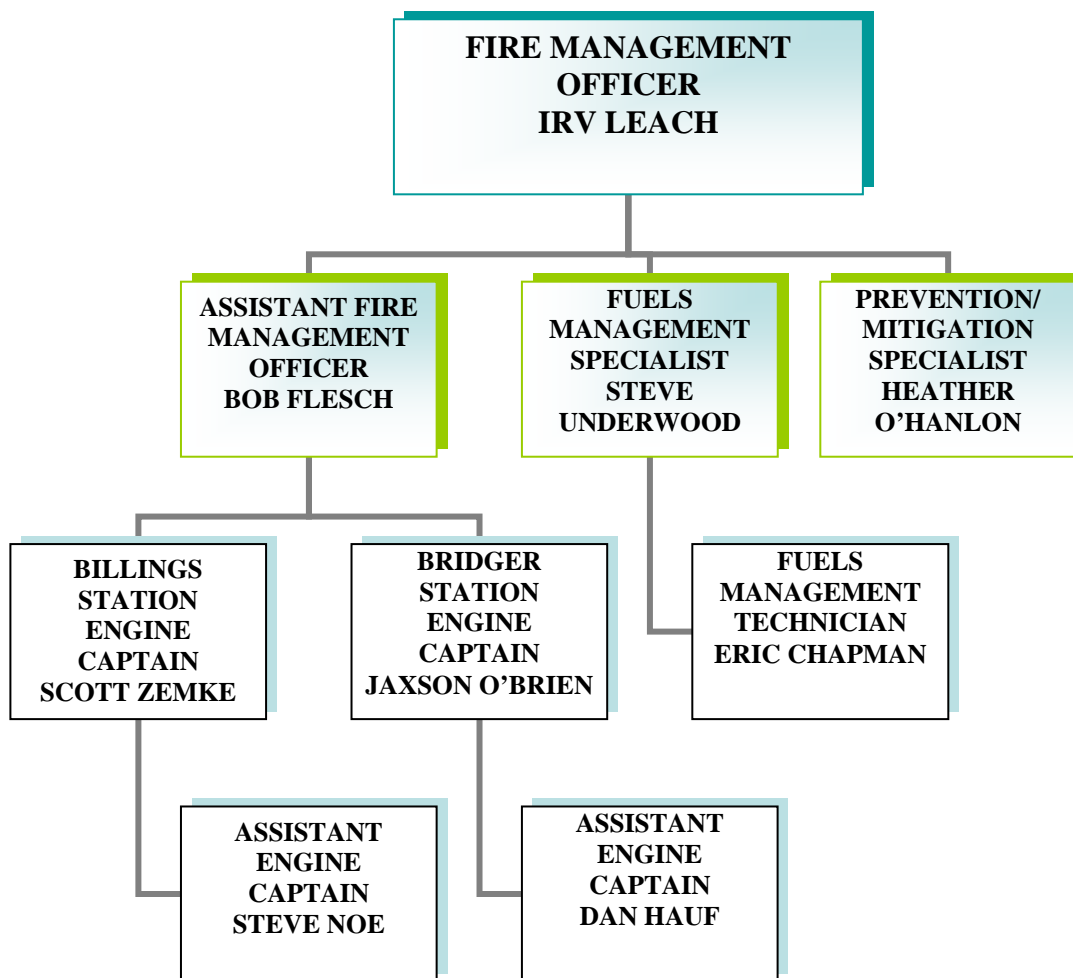
Once the unattended explosives situation is resolved, an incident report will be filed with the Regional Blaster Examiner. This report will describe the situation, who was involved, how the situation was handled, and the final outcome.

Because this response protocol is general in nature, each incident will require more specific actions to be developed by the response team. Each Forest or unit should develop and maintain a detailed listing of resources and personnel, with contact information, capable of responding to unattended explosive situations. Some forests may elect to develop specific agreements with outside enforcement and emergency response agencies or units.

Attachment I
Table of Organization for the Billings Interagency Dispatch Center



Attachment I (continued)
Table of Organization for the Billings BLM Fire Operations



Attachment I (continued)
Table of Organization for the Custer National Forest
Beartooth Ranger District Fire Program

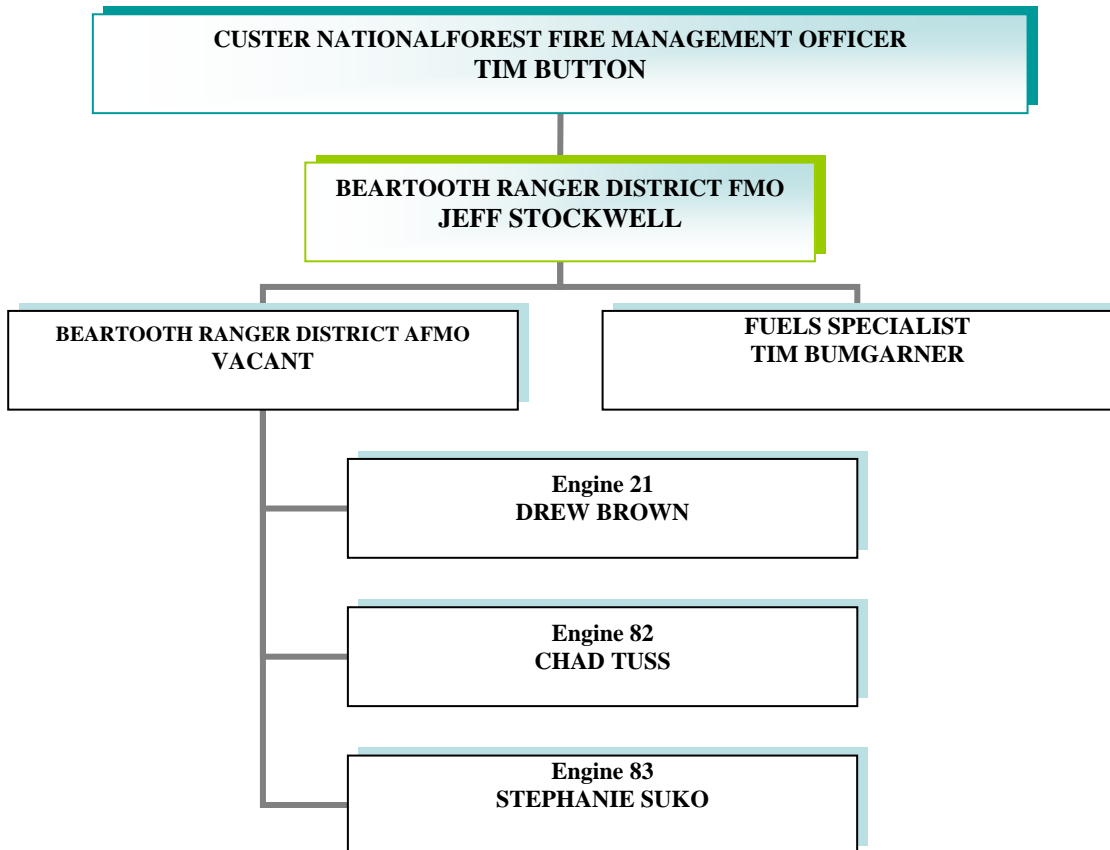
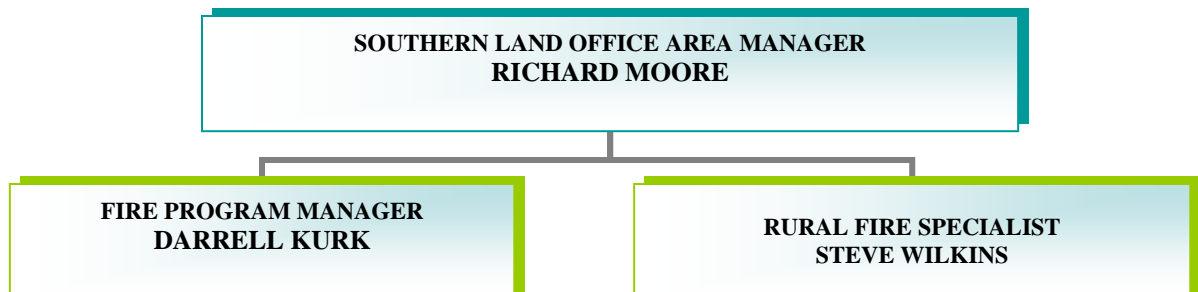


Table of Organization for the Department of Natural Resources and Conservation,
Southern Lands Office



Attachment I (continued)
Table of Organization for the Crow Agency

